STRATEGIC COMMUNICATION AND THE EXTERNAL AFFAIRS STRUCTURE

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USAWC CLASS OF 2009

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REPORT DOCUMENTATION PAGE

1. REPORT DATE *(DD-MM-YYYY)* 18-02-2009	2. REPORT TYPE Strategy Research Project	3. DATES COVERED *(From - To)*

4. TITLE AND SUBTITLE
Strategic Communication and the External Affairs Structure

5a. CONTRACT NUMBER

5b. GRANT NUMBER

5c. PROGRAM ELEMENT NUMBER

6. AUTHOR(S)
Michael J. Widomski

5d. PROJECT NUMBER

5e. TASK NUMBER

5f. WORK UNIT NUMBER

7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)
Dennis M. Murphy
Center for Strategic Leadership

8. PERFORMING ORGANIZATION REPORT NUMBER

9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES)
U.S. Army War College
122 Forbes Avenue
Carlisle, PA 17013

10. SPONSOR/MONITOR'S ACRONYM(S)

11. SPONSOR/MONITOR'S REPORT NUMBER(S)

12. DISTRIBUTION / AVAILABILITY STATEMENT
Distribution A: Unlimited

13. SUPPLEMENTARY NOTES

14. ABSTRACT
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The way forward in strategic communication needs to comprise a more in-depth approach that includes an all-encompassing strategy of coordinating the release of messages to external audiences by additional means other than media alone. Collaboration and partnerships are essential to the success of conducting the work of government. Communicating public policy should be conducted through strategic communication efforts that encapsulate an external affairs structure which synchronizes the staff and offices of public affairs, congressional, intergovernmental, international, and private sector coordination where applicable.

15. SUBJECT TERMS
Public Affairs, Intergovernmental Affairs, Congressional Affairs

16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT	18. NUMBER OF PAGES	19a. NAME OF RESPONSIBLE PERSON
a. REPORT UNCLASSIFED	**b. ABSTRACT** UNCLASSIFED	**c. THIS PAGE** UNCLASSIFED	UNLIMITED	28	**19b. TELEPHONE NUMBER** *(include area code)*

USAWC STRATEGY RESEARCH PROJECT

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AUTHOR: Michael J. Widomski

TITLE: Strategic Communication and the External Affairs Structure

FORMAT: Strategy Research Project

DATE: 18 February 2009   WORD COUNT: 5,533   PAGES: 28

KEY TERMS: Public Affairs, Intergovernmental Affairs, Congressional Affairs

CLASSIFICATION: Unclassified

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STRATEGIC COMMUNICATION AND THE EXTERNAL AFFAIRS STRUCTURE

Tell me and I'll forget. Show me and I'll remember. Involve me and I'll understand.

—Confucius

Conduct a library or an internet search of the term "strategic communication" and you will no doubt get hundreds, if not thousands of references on what has become a central phrase in the lexicon of leveraging public affairs strategies. Invariably, these searches illustrate a trend where the research is heavily centered on an idea that media relations (where work is focused primarily on dealing with the press corps) is the cornerstone of many strategic communication plans. One could certainly argue that media relations and a solid public affairs strategy are significant in strategic communication planning for officials in the public policy arena; they are indeed important. However, to place such a strong emphasis on media and press relations in crafting strategy, and ignoring other key facets of strategic communication is misguided.[1]

The way forward in describing strategic communication should comprise a more in-depth approach that includes an all-encompassing strategy of coordinating the release of messages to multiple external audiences. Those additional means and resources within an organization should go beyond that of an office of public affairs alone. To further clarify this point a more comprehensive definition describing strategic communication will be explained a bit later in this paper.

Collaboration and partnerships across all offices within an organization that reach out to external audiences are essential to the success of conducting the work of government. Communicating public policy should be conducted through strategic

communication efforts that encapsulate an external affairs structure and synchronizes the staff and offices of public affairs, legislative affairs, intergovernmental affairs, interagency coordination, international affairs, and private sector coordination where applicable.

Strategic Communication: an Overview

Prior to examining why it is essential to improve on the internal coordination of the various offices who deal with external audiences, it would be helpful to gain a better understanding of strategic communication and what is meant by the term "external affairs." Perhaps key in this strategy is the term "external" in the phrase external affairs. By definition, "external" is of or pertaining to the outside or outer part.[2] Each area of expertise within an external affairs approach focuses their efforts and resources on forces outside of the organization.

As an example, congressional affairs specialists within an organization's legislative affairs office work directly with Congress and their staff as these legislators provide oversight of departments and agencies in an effort to influence and guide the organization. Thus it can be argued that members of Congress have their own agenda which often times may run counter to what a department or agency is trying to accomplish.

In addition, federal departments and agencies, state and local government officials, and non-governmental organizations (NGOs), whose staffs coordinate through an intergovernmental process also attempt to influence others in an effort to achieve what is best for their own interests. Certainly the same could be said for state and non-

state actors in today's global environment who attempt to sway other actor's public policy decision making processes.

So why is it important to point out the obvious? Why point out that external forces try and influence public policy to further their interests? The point is essential in looking at how a strategic communication concept should work in an external affairs structure because that structure is multifaceted. Many who address the concept of strategic communication do so from a media and public affairs centric point of view. Although this is not wrong, it is simply only part of the equation of strategic communication. This research emphasizes an external approach beyond media affairs in strategic communication; it does not look to lessen the importance of media relations. It is merely attempting to highlight additional areas that should be targeted when operating in the strategic communication environment.

Placing an emphasis on media, a 2007 article published in *Joint Forces Quarterly* summarizes the media role by observing "the media directly shape the strategic communication agenda by defining what is newsworthy and setting the standards by which news is reported."[3] One could argue that media such as newspapers, cable programs, broadcast networks, and the internet are "agenda-setting" in how they place the order of importance of current issues confronting the public.[4]

It is also important to remember that media and news operations are in fact business operations, and those business operations may prove to hold some bias. "In principle, media bias can come from the supply side, and reflect the preferences of journalists, editors, and owners."[5] "Alternatively, it can come from demand side, and

reflect the news providers' profit-maximizing choice to cater to the preferences of the consumers."[6]

In addition, in viewing the media through a strategic communication lens it is important to recognize that media outlets are influenced by other communicators previously mentioned (i.e., Congress, state and local officials, etc.). As much as one would like to believe that the message they are providing to the media reaches them unfiltered, there are always other communicators who are providing a differing viewpoint with regard to how public policy is or should be constructed.

Media do not necessarily make the choices of how much importance to place on a specific story in a vacuum. The media are constantly being barraged with input from many different points of view. To reiterate, those looking to influence and drive communication and perceptions by an agenda-setting media include among others, members of Congress, state and local officials, non-profit organizations, international state and non-state actors, bloggers, and to an ever increasing number, the general public.[7]

In fact, as individuals and organizations both inside and outside the government improve on their adeptness at influencing the modern media, those who consider themselves professionals in the art and science of contemporary communication need to recognize they are in constant competition for the hearts and minds of the media gatekeepers. As competition increases, leaders of organizations will come to rely more heavily on their communicators.

Communicators within departments, agencies, and organizations will need to work harder in order to break through the clutter of messages that bombard the media

on a daily basis. After all, in order for a message to reach its intended audience, often times those messages need to go through media gatekeepers. Public relations practitioners send millions of news releases to the mass media every year. Yet some studies indicate less than half or as few as 3% are ever used by the media gatekeepers. Examples of this are shown through studies that indicate anywhere between 55 to 97% of press releases fail annually in reaching their intended audience.[8]

Because there are multiple and competing sources vying for today's media attention on any given subject, the typical standard communication models that were developed in the 1940s and 1950s are no longer entirely reliable. The linear nature typically highlighted in these communication models contains an information source sending a message through a channel that is decoded and sent to the receiver.[9] In looking at these older models, many of those communication styles include the term "noise" to represent in part, the control that the sender lost when relying on another entity to deliver their message.

It is arguable that in this day and age with the multitude of individuals and organizations competing to get their message across unchanged and as a mirrored image, the "noise" encountered by a typical message is deafening, and often disruptive to the original message. Therefore, the meaning communicators generate in their mind when creating a message will not be identical to those intended by the receiver of the message.[10]

The deafening "noise" that is encountered when sending out a message does not allow a communicator to rely on a strict "one-way" form of communication that focuses on public affairs and media relations. A model of communication that relies on

"message influence" where there is simply a transfer of meaning from one person to another is no longer an accurate way to think about communication. "Instead, listeners create meanings from messages based on factors like autobiography, history, local context, culture, language/symbol systems, power relations, and immediate personal needs."[11]

Even if one is relying strictly on the media to drive a message, today's media strive to generate controversy by supplying differing views from many different access points. Former British Prime Minister Tony Blair made the point in a speech when he referred to his opinions on media reporting. The Prime Minister stated that "scandal or controversy beats ordinary reporting hands down. News is rarely news unless it generates heat as much as or more than light, and attacking motive is far more potent than attacking judgment."[12]

With the thoughts of the Prime Minister in mind, communication professionals should understand that strategic communication must go beyond the "send-message-receive" construct. Today's professional communicator must put more effort into strategic communication that serves as a dialogue or two-way education, and must do so by multiple avenues other than solely relying on the media to transmit a message.[13]

As previously stated there are multiple characterizations for the term strategic communication. If one was to ask officials in departments and agencies throughout the government, private sector, and non-governmental organizations for a definition, there would likely be many different answers. Mostly you would have multiple answers because there is no government-wide or commonly used definition for the term.[14] For the purpose of framing the definition of strategic communication in this research, it is

best to use one of the more comprehensive definitions that closely relates to

incorporating the implementation of an external affairs structure. A Quadrennial Defense

Review (QDR) from the Department of Defense produced a Strategic Communication

Roadmap and defines the process as

> …focused United States Government (USG) processes and efforts to understand and engage key audiences to create, strengthen or preserve conditions favorable to advance national interests and policies through the use of coordinated information, themes, plans, programs and actions integrated with other elements of national power.[15]

There are key terms in the QDR definition which lend themselves to a critical way

of thinking about strategic communication. First, it is significant to recognize that

"audiences" in the term "understand and engage key audiences" is plural, and therefore,

by definition, does not lend itself solely to relying on a media centric strategy. As

important as media and press relations are, today's strategic communication

professionals must recognize they are in constant competition when trying to deliver a

message they wish to impart. It is especially important in the arena of communicating

public policy dissemination.

Perhaps the second term in the definition listed from the QDR that is of great

importance is "the use of coordinated information, themes, plans, programs and actions

integrated with other elements of national power." Like diagramming a sentence, the

two words "coordinated" and "integrated" should be highlighted to show the importance

of a much broader aspect of strategic communication in public policy that goes beyond

the sole duties of a public affairs office when communicating messages.

The concept of how important a "coordinated" and "integrated" message is in

strategic communication can be found in a report authored by the Government

Accountability Office (GAO). The lack of coordinating and integrating communication

efforts within and among federal agencies is well documented in the GAO report that addresses the need for improved strategic use and coordination of research. The report states that there is a need to share capabilities and resources across the government, and that these efforts are "hampered by a lack of interagency protocols for sharing information."[16]

The two key elements that come from the QDR definition of strategic communication: (1) the fact that there is more than one audience beyond the "mass media" in general and; (2) that information being communicated must be coordinated and integrated is vital to understanding how strategic communication must operate within an external affairs framework. One only has to look at what encompasses the external affairs framework to understand how the principles of strategic communication need to be expanded to ensure success in the dissemination of messages across a spectrum.

External Affairs Structure

To understand how strategic communication and an external affairs environment work hand-in-hand, it is important to understand how the structure of external affairs works. A specific publication that defines and describes the external affairs structure is outlined in the Department of Homeland Security's Federal Emergency Management Agency's (FEMA) National Response Framework (NRF). The External Affairs Annex (EA Annex) of the NRF states that an external affairs component must "integrate public affairs, congressional affairs, intergovernmental affairs (state, tribal, and local coordination), community relations, and the private sector under the coordinating auspices of external affairs."[17] In the process of responding and recovering from

disasters, the EA Annex reiterates the need for a Joint Information Center which ensures the coordinated release of information under an external affairs structure. The EA Annex also calls for a "planning and products" component of external affairs in order to develop all external and internal communications strategies and products.[18]

The concept outlined in the EA Annex gives one of the best outlines for how departments and agencies should work within an external affairs construct while conducting strategic communication. FEMA manages and coordinates numerous entities when they assist in the response and recovery to disasters across federal, state, and local levels.[19] It is perhaps fitting that this concept is used by DHS and FEMA when managing departments, agencies, and organizations.

To better understand the external affairs structure, the various components will be considered in an effort to characterize how each section of the construct deals with external forces and how they relate and interact with each other.

Public Affairs

As each part of the construct of external affairs is explained, examining the public affairs component is a good place to start. Public affairs professionals will generally place their primary focus on media and press relations, and it is important to recognize that a great deal of attention is focused on this area when strategic communication is discussed.

Examples of the importance of public affairs can be found in a *Public Relations Quarterly* article by William Adams where he highlights surveys of CEOs who overwhelmingly believe media relations experience is by far the most valued commodity they look for in their communication officers.[20] Also, if there is any doubt, Kathleen Hall

Jamieson's *Packaging the Presidency* underscores how much media and press relations have impacted the nation's psyche regarding politics and communications. Starting with the presidential elections in 1948, Jamieson goes to great lengths outlining how these contests have increasingly relied on the impact of mass media and the press.[21]

An office of public affairs, be it federal, state or local government, and/or private sector or non-governmental organization is often structured with similar key elements which are heavily centric on media relations. Perhaps one of the best examples that explains the structure and responsibilities of a public affairs office is in the *United States Joint Forces Publication 3-61*, which states "public information is…largely a matter of coordinating media relations, and media relations activities are designed to provide information *through* (emphasis added) the media to the external national and international public."[22] In conducting external outreach through the media, a list of activities and/or positions often found within an organizational structure of public affairs include a press secretary, a media monitoring function, press conference planning and coordinating, the writing of press releases and media advisories, and a news-desk to field media inquiries.[23]

A key point in understanding how important a well seasoned media affairs staff is to any organization is highlighted in a *Public Relations Quarterly* article by Victor Kamber. In the article, Kamber cautions that to be successful inside the beltway of Washington, individuals and organizations "must increasingly fight public affairs battles as if they were political campaigns," including utilizing the news media.[24] This point is also clarified by multiple examples in an article written by William Adams where he cites

mistakes that are made by companies who do not think the media play crucial roles in their success (or lack thereof). Adams points to "numerous cases where companies either misunderstood or underestimated the media's importance…because of corporate culture or a total reliance on old-breed lobbying efforts."[25]

These various views and thoughts on the importance placed on creating and maintaining strong public affairs personnel within an organization may seem obvious to those within a public affairs structure. However, in order to intertwine the public affairs section of an external affairs framework with the other components it is important that this amplification is made.

Congressional Affairs

It is hard to believe that anyone could argue with the fact that members of the United States Congress are a political bunch. All offices of the members of the House of Representatives are up for election every two years, and one-third of the Senate runs every two years for six year terms. In this day and age of a mass media and communication centric society, congressional members interact with the media on a regular basis and employ robust media relation teams in an attempt to keep in good standings with their constituents. Even before the start of the Cable Satellite Public Affairs Network (C-SPAN) channels on cable television which televises House and Senate proceedings, legislators have been, and continue to be frequent users of national and local media in an effort to communicate with their constituents and pay close attention to the pulse of the public.[26]

It is critical to clarify the importance of maintaining solid relationships with the legislative branch when thinking in terms of strategic communication. Not only do

legislators work at increasing their ability to help shape the press corps reporting on issues important to them, they have also taken great pains over the years to increase the size of their press pools. Congress has built television and radio studios, are using C-SPAN as a means to communicate back home, and have staff who are adept at editing and sending video clips to their local media outlets.[27]

Given the great pains that members of Congress take to ensure they are able to affect their standing in the public's eye, it should be of no surprise that although congressional members look to the media with a wary eye, there is a feel that the media play an integral part in the outcome of federal policy.[28] It is most likely for that reason that politicians attempt to "manipulate the media by controlling government information through press releases, press conferences, background briefings, and so on."[29] On one hand, congressional members look to the mass media as information conduits for them to disseminate information. While on the other hand, policymakers use "multiple sources...including the executive branch, lobbyists, interest groups, legislative staff, and professionals"[30] from which to gather and disseminate information for their two-way communication system.

This dual handed approach by Congress is perhaps one of the greatest reasons for incorporating a department or agency's legislative affairs office within an external affairs structure for purposes of conducting strategic communication. Given the amount of access members of Congress have with the press, and by the amount of energy Congress puts into their efforts of strategic communication, today's communicators must leverage whatever influence they can manage with the legislative branch. Any plan by a department of agency that ignores the need to coordinate and integrate their

organization's messaging with the legislative branch is short-sighted. Failure to do so may have a department or agency miss out on great opportunities that would allow a message from getting out, or worse, by a message being put out incorrectly.

Interagency and Intergovernmental Affairs

The importance placed on public affairs and congressional affairs may appear to be somewhat obvious when considered in the arena of the strategic communication structure, especially given the perceived amount of influence in each area. However, the coordination among and between other departments and agencies (interagency affairs), as well as the coordination of communication efforts with state and local governments (intergovernmental affairs), must also be highlighted to demonstrate their importance and potential influence.

Perhaps one way to look at the importance of interagency and intergovernmental coordination is by understanding that all organizations create, receive, and use data— accounts about happenings—that become information when they are arranged in meaningful patterns.[31] So, although many people comprehend the importance of interacting with the media when communicating a message, the importance of additional coordination at various other levels is also important.

Communicators must understand that all entities transmit information internally and outside their organizations through various forms which constitute information management.[32] When this is understood, it demonstrates that an individual's organization alone does not operate in a vacuum when transmitting key ideas and messages. Even if one organization is willing and able to communicate a message for another organization, the simple fact that the message is being communicated through

a third party advocate changes the message. Even if that change is only subtle, it is still a change and should be recognized as such.

There are many examples in the headlines of major media outlets which point to the need to improve interagency and intergovernmental coordination among departments and agencies and state and local governments. Media reports about the lack of interagency and intergovernmental coordination is not so much about the failures in the communication aspects within an event itself, but more so about the overall failures of the event. This is certainly true in one of the most eye opening events that highlighted a lack of coordination among interagency and intergovernmental partners; Hurricane Katrina in 2005. A congressional report issued by the Select House Committee examining the government's response to Hurricane Katrina blamed all levels of government in coordination and communication, from the White House to Governor Kathleen Babineaux Blanco of Louisiana to Mayor C. Ray Nagin of New Orleans, for the delayed response to the storm.[33]

The need for better coordination with its partners was not lost on the U.S. Federal Emergency Management Agency (FEMA), and was highlighted in a letter to the editor of the Washington Post from FEMA Administrator R. David Paulison. Paulison noted that the federal government should be prepared to engage more proactively with their partners across the spectrum. He noted that organizations, departments and agencies must work to enhance partnerships with state and local governments, nongovernmental organizations, and the private sector in order to identify where the weaknesses exist in working toward common goals. In addition, the federal government

should work with states and municipalities on improving a combined, integrated response.[34]

With the idea of improved coordination in mind, it is important to recall aspects in the definition of strategic communication as highlighted in the QDR that calls for "coordinated information, themes, plans, programs and actions."[35] The coordination, be it in the form of communication models, or otherwise, should be considered big tools in the arsenal of strategic communication.

The words expressed by Administrator Paulison have been put into action by FEMA as it moved beyond the catastrophe of Hurricane Katrina. One of the first major tests for FEMA was the coordinated response and recovery in the fall of 2007 to the devastating wildfires that swept the state of California. When the fires erupted they destroyed more than 2,200 homes and displaced more than 300,000 people. FEMA's response was widely, and favorably, compared to the agency's response to Katrina in that it was far more proactive and capable than the FEMA of the past, especially when working closely with state and local officials.[36]

These actions spoke loud and clear, and the coordinated efforts were punctuated by multiple sources and could be considered a strategic communication success. It is safe to say that FEMA's actions certainly sent a clear message, and the accompanying words and images contextualized and therefore synergized their effect.

In addition, FEMA's improved coordinated actions include the release of the National Response Framework (NRF), an update to the National Response Plan that was in place during the response to Hurricane Katrina. The updated NRF was released in January 2008 with a focus on strategic communication and "identifies the key

response principles, as well as the roles and structures that organize national response."[37] It describes how communities, states, the federal government and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response."[38] Senator Joseph I. Lieberman, I-D-Conn., a harsh critic of FEMA, and Chairman of the Homeland Security and Governmental Affairs Committee commended DHS and FEMA for completing the NRF and praised the intergovernmental coordination. Senator Lieberman found the release to be a positive document that improves strategic communication and guides government agencies through the response to natural or man-made disasters. In a written release the Senator stated he was "pleased DHS consulted with state and local stakeholders to produce a comprehensive and coherent plan for responding to disasters of all sorts when they occur."[39]

To take a look at FEMA, there is much that has been gained by the lessons learned from the response and recovery efforts following Katrina with regard to how operations should be handled for future disasters. Many organizations, both public and private, often use the term "lessons learned" when admitting mistakes and when they are in the process of repositioning themselves following embarrassing missteps. Given the amount of attention to FEMA following Hurricane Katrina, the details and plans spelled out regarding better coordination at the intergovernmental and interagency levels should not be dismissed without serious consideration for an external affairs structure.

International Affairs

One might argue that the case for including a department or agency's international affairs office in the mix of an external affairs structure may not be necessary. They may try and make the case especially if that department or agency does not have in-depth working relationships with foreign governments on a regular basis. However, for those departments and agencies that work global issues and have an international affairs office, the same principles that apply to congressional affairs and intergovernmental affairs offices should apply to international affairs staff as well. That principle is simply summed up in the idea that every organization, be it domestic or foreign, has an agenda, and those organizations strive in many ways to communicate their messages in as many ways as possible to shape that agenda.

In today's global environment the mass media often play distinct roles in shaping the foreign policy of the U.S. and or many other nations around the world. With regard to U.S. foreign policy, Patrick O'Heffernan states that the mass media

> ...function as a rapid source of information useful for policy decisions; an agenda setter which influences the agendas of the U.S. and other nations; a proxy for diplomats; a diplomatic signaling system with policy influence; and a tool used by terrorists and nongovernmental organizations.[40]

Almost instantly mass media informs people around the world about breaking news on wars, disasters, terrorist events, elections, and a host of other occurrences. By supplying the world with almost instant notifications of events as they occur, O'Heffernan writes that the mass media serve four distinct roles as rapid information sources for policy makers. First, they allow policy makers to gain access to information almost immediately. Second, policy makers will use the information they obtain in early stages to begin to formulate opinions and make decisions. Third, the media often are

the only source for breaking news and information. And finally, because of the political and popular sway the media provide to the masses, policy makers at times treat the information gained from the media as more critical than official data.[41]

By comparison to congressional and intergovernmental affairs offices, an office of international affairs is similar in that their staff within that office deals directly with other players who are working to persuade other outside forces. By citing examples provided in this research on coordinating information, themes plans, programs and actions, an international affairs staff would also better serve an organization when combined into the external affairs structure. Hurricane Katrina and FEMA provide another example about the importance of coordinating external messages. Where international opinion showed sympathy for the U.S. and victims of the hurricane, it turned to outright consternation when the perception was that the U.S. government could not help their own.

Private Sector (Public-Private Partnerships)

A strategic communication program that incorporates a department or agency's office of private sector coordination serves two broad purposes. First, it helps to avoid failure by allowing an organization to identify current and potential sources of both support and opposition to specific programs and/or policies. Knowing this support or opposition is important in determining priorities for communication and outreach objectives in developing sound messages and choosing communication channels. It is also important in assuring to use those proper channels effectively for creating new ones when appropriate or if needed.

Communication research within other external organizations allows one to raise awareness of an unsustainable status quo, or to uncover existing attitudes on a range of relevant issues. A well-designed communication program can explain the role of private interest in creating incentives to make society, as a whole, more prosperous.[42]

The second purpose in including private sector coordination is to provide a clear approach to communication which helps to achieve a well-balanced public-private sector participation program. This serves as a two-way street of checks and feedback mechanisms at multiple stages from planning through execution. Strategic communication programs offer managers in public institutions, state-owned enterprises, and the private sector the tools necessary for coordination well within national economic programs that fit political and social needs. It is critical to recognize that strategic communication programs create means for dialog with stakeholders through which expectations can be managed. When there are shared equities in a policy under discussion, failure to use communication programs results in negative consequences found in the failures of many public-private partnerships around the globe. In addition, neglect of consensus building among stakeholders for privatization weakens a project's opportunity for success and sustainability.[43]

As in all aspects of strategic communication, the area of the consensus-building process in building public-private partnerships needs to be considered at every stage; from the initial conception and strategic planning through implementation. When preparing initiatives, a governmental program office and its advisers, along with those involved in the strategic communication process, need to make every effort to engage multiple players. Those players need to include, "political parties, managers of publicly

owned enterprises, unions, workers, civil servants, business leaders, potential investors, national and international civil society organizations, and consumers about the program's operations and benefits."

General consensus is not always possible, but information flow and raising awareness among all stakeholders are often prerequisites for success in the range of privatization initiatives.[44] Including the private sector coordination office within those other offices already conducting external communication improves the chance of success.

Conclusion and Recommendations

So why is an external affairs structure important in ensuring success at strategic communication? If individual components are doing their job (public affairs, congressional affairs, intergovernmental, and so on), shouldn't the output be the same in the end? As long as all the elements complete their tasks as prescribed, success would seem likely. However, it is important not to reduce the success of a well-functioning work group, such as a sports team or military unit down to the skill or actions of just one member.[45] Similarly, a strategic communication system should not be under the complete control of one specific entity, rather, it is the actions as a whole that matters.

Operating a strategic communication structure based on the whole rather than its parts may seem to have inherent risks. Many communication problems arise from tensions inherent in bureaucratic settings. One is caused by difficulties that occur when large numbers of people in complex organizations must communicate effectively by exchanging complicated messages. Another issue arises from interpersonal pressures

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existing between the members of the organization, and their clients due to "social, cultural, and status gaps and conflicting interests."[46] Politics and complexities aside, increasing an organization's coordination when communicating to external audiences is vital for success.

Because of the complex issues organizations face, they will be much better served by prescribing to a strategic communication plan that comprises the all-encompassing external affairs strategy. Today's strategic communicator must coordinate the release of their messages to external audiences by additional means and resources other than an office of public affairs alone. It is imperative that collaboration and partnerships across all offices within an organization takes place on a regular and consistent basis.

Today's strategic leaders should take the efforts necessary in creating offices of external affairs. Communicating public policy should be conducted through strategic communication efforts encapsulating the external affairs structure synchronizing the staff and offices of public affairs, legislative affairs, intergovernmental affairs, interagency coordination, international affairs, and private sector coordination where applicable. The external affairs structure allows for a more integrated approach to reaching out and coordinating with partners and building relationships.

In addition, the onslaught of the "new media" revolution which is bringing the general public closer to playing a more active role in the development of policies may also be another step toward tying in another external player. Look for those involved in the creation of "new media" within departments and agencies to also play a larger role in an external affairs structure and strategy in the future.

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